

CHAPTER 4

EDUCATION, TRAINING, AND VOLUNTEERISM

Introduction

Public education affects every Californian. Education is essential to the continued strength of California's economy. California's public educational system is matched by no other; it consists of 9,087 K–12 schools, 109 Community Colleges, a 23 campus California State University, and a 10 campus university of California. In academic year 2002–2003, the state's K–12 system had 6.2 million enrolled students. In the fall semester of 2003, higher education in California had 2.2 million students enrolled. K–16 public education accounts for over 50 percent of California's General Fund expenditures.

The CPR's comprehensive review concluded that California's massive educational system has too many education agencies, a lack of alignment between the education system and workforce development, an unacceptable high school dropout rate, few educational alternatives to college, and a higher education system that cannot fully meet the needs of a 21st century California. In addition, the CPR identified roadblocks to volunteerism opportunities.

The CPR report presented 33 issues that contain 62 recommendations related to education, workforce training, and volunteerism in California. These recommendations collectively address issues that impede the performance and outcomes of the state's education system, better align the education system with the needs of the state's economy and its employers, and foster the use of volunteers. According to the CPR, implementation of these 62 recommendations will:

- Improve educational organization and governance.
- Improve efficiency of the education system.
- Enhance preparation of the workforce.
- Coordinate volunteer and philanthropic efforts.
- Eliminate impediments to volunteerism.

CPR estimated that the recommendations will amount to \$4.1 billion in savings over five years, freeing up additional funding for education.

CPR COMMISSION HEARING

The CPR Commission hearing on Education, Training and Volunteerism was held at the Natural History Museum of Los Angeles County on September 9, 2004. Three panels of expert witnesses, representing a broad array of public opinion, testified in front of the Commission. The panels consisted of the following subject areas:

- K–12 and Vocational Education
- Higher Education
- Volunteerism

In total, 17 witnesses presented testimony to the CPR Commission.

SUMMARY OF PUBLIC COMMENT

Californians showed their interest in the topics of education, workforce preparation, and volunteerism by commenting on every CPR recommendation in these areas. Reforms to the state's educational structure and curriculum were common themes as were local control and the state's Kindergarten enrollment cutoff date. Respondents overwhelmingly supported stronger Career Technical Education and rejected the regionalization of the role of the county offices of education and the proposed restructuring of higher education agencies.

In total, 566 comments were received on the Education, Training and Volunteerism recommendations of the CPR report.

ETV 01

RESTRUCTURE THE ROLE OF THE SECRETARY FOR EDUCATION

ISSUE

More than 20 state level entities currently set policy or administer programs for education and workforce preparation in California. These efforts are not well coordinated and lead to confusion, duplication, and conflict within these two critical areas of policy and programs.

SOLUTIONS:

- *Restructure the role of the Secretary for Education.*
 - *Charge the Secretary with synchronizing education and workforce preparation and advising the Governor on education policy and programs.*
 - *Create a new Department of Education and workforce preparation overseen by the Secretary.*
-

PUBLIC COMMENT

22 comments were received for this recommendation. 5 comments expressed support. 15 comments expressed opposition. 2 comments were neutral.

Pros

- The change in the role of the Secretary for Education and the realigned education agency will increase access to existing resources, promote stronger links within the education community, and help employers fill their need for skilled, educated employees.
- The changes in the role and structure of the Office of the Secretary for Education will help streamline current bureaucracy by eliminating duplication and inconsistency.

Cons

- The proposed transfer of duties to the Office of the Secretary for Education might consolidate too much power over education in California within the Executive Branch.
- The newly created agency may lack the necessary expertise and links to stakeholders to initially be successful.
- Some duplication may continue to exist between the Superintendent of Public Instruction (SPI) and the newly created agency until roles are completely clarified.

Considerations

- The CPR report does not completely straighten out the overlapping responsibility between educational agencies. Consider creating complementary roles for the Governor and the SPI, as outlined in the Legislative Analyst's Office's report entitled, *A K-12 Master Plan*.
- The SPI could be given a greater role in California education and the Office of the Secretary for Education could be eliminated. The SPI is an elected constitutional officer who is directly responsible to the people of California. The SPI's authority is perceived to have been reduced over the years and may no longer be aligned with the responsibilities for which the office is accountable and responsible. Under this arrangement, the SPI could also appoint the Executive Director of the State Board of Education to provide for additional collaboration between the Governor, who appoints the members of the State Board and the SPI.

- Given the existing mission of the California Community College system, workforce education could be aligned under the California Community College Board of Governors.
- Instead of consolidating functions in the Office of the Secretary for Education, consider adopting the local school district model at the state level. The state constitution could be changed so that the SPI would be appointed by an elected State Board of Education.

ETV 02

CREATE AN EDUCATION AND WORKFORCE COUNCIL

ISSUE

The lack of alignment between the state's education system and its economic development efforts has become a critical issue that must be addressed to retain California's economic competitiveness. Shortages occur when the education system is not aligned with the labor market. For example, California has a severe shortage of nurses. Nearly two-thirds of California's nursing students prepare for their profession at community colleges, but these programs now have waiting lists.

SOLUTIONS

- *Establish an Education and Workforce Council consisting of the executive leaders from the state's education segments and the cabinet secretary responsible for labor market information studies and workforce development programs;*
 - *Give the Education and Workforce Council responsibility for:*
 - *Developing the Workforce Preparation Strategic Plan.*
 - *Recommending which programs should receive funding for the Governor's Discretionary Allotment of the Federal Workforce Investment Act (WIA).*
 - *Participating in the update of the California Master Plan for Education.*
 - *Advising on emerging issues impacting the goals and objectives of the workforce preparation strategic plan and the Master Plan for Education.*
-

PUBLIC COMMENT

22 comments were received for this recommendation. 13 comments expressed support. 6 comments expressed opposition. 3 comments were neutral.

Pros

- The creation of an Education and Workforce Council may address the lack of coordination in California education.
- The proposed council is critical to California's economic growth as it may help to guide the development of a stronger workforce.

Cons

- The plan may duplicate the work of the California Community College system in the area of workforce preparation.
- The proposed council may be a reincarnation of the Coordinating Council for Higher Education abolished thirty years ago. Retention of an independent policy advisory group outside of the proposed Education and Workforce Council may be necessary and appropriate.
- Coordination of education requires funding. Anticipated savings may be offset by the costs associated with faculty involvement in curriculum design, instruction, and oversight.
- The California Community College system, not the K–12 segment, has some success in career technical education.
- With additional focus on the needs of business in California, this proposal may favor the needs of employers, not the needs of students. The concept of life-long learning may be replaced by short-term knowledge needed for current employment.
- Education and workforce preparation should be distinct functions. The responsibility for assessing higher education needs should be left with California Postsecondary Education Commission and not connected with the evaluation of California's workforce preparation.

Considerations

- Rather than limiting the composition of the council to what was originally proposed, council membership could also include business leaders, the independent higher education sector, and representatives of workforce development agencies.
- Given the mission of the California Community College system, the education and workforce council could alternatively be placed under the California Community College Chancellor or the Board of Governors rather than under the Secretary for Education.
- Additional secondary and postsecondary faculty input may be needed to fully develop this proposal.

- The Education and Workforce Council should be placed where it can remain autonomous.
- Workforce training is dynamic and will change as the needs of the market change. For this reason, it should also include academic preparation, civic education, and training in life skills.
- The recommendation to transfer the functions of the California State Library to the Department of Education and Workforce Preparation may be inconsistent with another CPR recommendation (“RES 09: Centralize California Heritage Programs”).

ETV 03

CONSOLIDATE SELECTED STATE HIGHER EDUCATION AGENCIES

ISSUE

Having four separate state agencies with higher education responsibilities results in a lack of coordination, a lack of accountability, disjointed state higher education policies, duplicative information and databases, overlapping responsibilities, and inefficient use of limited state resources.

SOLUTIONS

- *Restructure and consolidate into a single, unified Higher Education Division: the California Community College Chancellor’s Office, the California Postsecondary Education Commission, the California Student Aid Commission, and the Bureau for Private Postsecondary and Vocational Education.*
 - *Perform strategic planning activities for each of the consolidated entities and coordinate policy, programs, resources, and services across these systems.*
 - *Transfer the responsibilities for the approval of educational programs for veterans currently administered by the Bureau of Private Postsecondary and Vocational Education to the Department of Veteran’s Affairs, or its successor.*
-

PUBLIC COMMENT

41 comments were received for this recommendation. 1 comment expressed support. 39 comments expressed opposition. 1 comment was neutral.

Pros

- Specific discussion in support of this recommendation was not received.

Cons

- California Community College governance is efficient and successful. California's Community Colleges may be better left outside the control of the Secretary for Education. There could also be increased bureaucracy and red tape as the shift from an experienced organization to an inexperienced one occurs.
- An independent coordinating body is an essential feature of the Master Plan. Governance could instead be based on the current statewide model of the UC and CSU systems (Regents and Trustees). This proposal does not support the delegation of responsibilities to the level closest to the students.
- The comparisons with other states used to support this recommendation may be flawed, given the demographic and size differences between California and those states.
- The savings cited in the report could be overstated. The need for additional staff may have been overlooked.
- The proposed structure could become merely a political arm of the Governor's Office, taking away from its primary function as an educational agency.
- The loss of autonomy could threaten the standing of community colleges within the state's educational community.
- The proposal might have an adverse impact on the continuity of curriculum from class to class or from campus to campus. As a result, this proposal may disadvantage students.

Considerations

- There are differences and similarities in the missions, structures, and curricula of the K–12 and California Community College systems. As a segment of higher education, Community Colleges may need to be more closely associated with the CSU and the UC systems, not the K–12 segment.
- California's Community Colleges meet a variety of needs including, but not limited to, preparation for continuing postsecondary education and workforce preparation.
- Consolidation of some Community College districts may have been overlooked as a means to streamline bureaucracy and cut costs.

ETV 04

RESTRUCTURE CALIFORNIA'S TEACHER CREDENTIALING AGENCY

ISSUE

The California Commission on Teacher Credentialing (CTC) revenues have been volatile in recent years due to fluctuations in application volume. The commission is projecting a shortfall in one of its funds for Fiscal Year 2003-04, a situation that will be recurring unless there is some form of intervention or restructuring of the agency's budget. As a result, critical mandates (accreditation) are not being implemented.

SOLUTIONS

- *Shift CTC's authority to appoint its executive director and staff to the Secretary for Education, while retaining the CTC as an independent standards board for clearer accountability and coherence in policy.*
 - *Ensure that the credential fee is set at a level that is adequate to cover the actual costs of CTC activities and ensure a prudent reserve.*
 - *Authorize CTC to charge institutions for the costs of accreditation as necessary.*
-

PUBLIC COMMENT

10 comments were received for this recommendation. 1 comment expressed support. 8 comments expressed opposition. 1 comment was neutral.

Pros

- Specific discussion in support of this recommendation was not received.

Cons

- Implementation of the recommendation may not allow the CTC working group to complete its review of the commission's current accreditation policies and practices.
- Institutions need to be certain that accreditation is truly independent. Charging for accreditation may raise conflict of interest questions.
- The impartiality of the CTC's Executive Director may be clouded by the proposed reporting relationship with the Secretary for Education, as both are appointed officeholders.

Considerations

- Instead of the current evaluation structure, look at more cost-efficient ways of evaluating teacher programs.
- Given the costs of the accreditation effort, there may be no real savings to the state. The recommendation should instead focus on reducing the burden of accreditation visits.
- Place the CTC under the purview of the SPI and allow the SPI to appoint the Executive Director of the CTC.
- Establishing a central clearinghouse for credential verification and making the Department of Education background checks available to individual school districts may help reduce costs.

ETV 05

"I am a lifelong Californian who has also been a credentialed teacher for the past 20+ years. Bravo for taking on the County Offices of Education and the County Superintendents of Schools. The Offices of Education in each California county are a total waste of public education funds. This money should be going directly to the students of California, towards their classroom instruction."

Jeanne King
CPR Website

ETV 05

REGIONALIZE K–12 EDUCATIONAL INFRASTRUCTURE

ISSUE

California's educational infrastructure includes a county superintendent of schools, a county board of education, and a county office of education in each of the state's 58 counties. No other state has a similar structure; in fact, well over one-third of the states have no educational governance structure at all between the state and local school districts. The type and quality of services, programs, and oversight these offices provide, as well as the resources committed to them, vary significantly across counties. While the size and population of California may require some intermediate level linking the 1,000-plus local school districts with the California Department of Education, a regional—rather than a county—system could better serve citizens at lower cost.

SOLUTIONS

- *Pursue a constitutional amendment to eliminate county superintendents of schools and county boards of education.*
- *Replace the current structure of county superintendents and county boards with regional superintendents and boards using the eleven service regions created by the county superintendents through the California County Superintendents Educational Services Association (CCSESA).*
- *Provide a fiscal incentive for two or more counties in a region to unite under one board and one superintendent, if a change to the constitution is not feasible.*

PUBLIC COMMENT

99 comments were received for this recommendation. 20 comments expressed support. 73 comments expressed opposition. 6 comments were neutral.

Pros

- The money for salaries, benefits, and travel expenses associated with staffing a county office of education could be more effectively used in direct services to the children of that county.
- County superintendents are, in almost all cases, elected officials who may or may not have the necessary experience or training to advise, support, or lead the educational community. They often unnecessarily politicize the educational environment.
- Over many years, various grand juries, state legislative bodies, and auditor agencies have identified waste and unnecessary bureaucracies in county offices of education.

Cons

- This recommendation would move administration of services farther away from recipients, potentially reducing the effectiveness, responsiveness, accountability, and quality of education and county youth services.
- There might be a loss of valuable infrastructure, particularly in special education and transportation, as districts are forced to choose between receiving support from a distant regional office and trying to meet needs with local resources. In this way, the savings described in the recommendation could be overstated.
- The Williams case settlement and the recent passage of AB 2756 give county offices of education more responsibility for oversight over local schools. Regionalization could dilute the responsibilities envisioned by the courts.
- The county office of education fills the educational gaps for a large variety of students, teachers, and parents, providing service to both large and small school districts with particular attention to at-risk students, special needs students, and those students whom the courts have determined cannot safely be educated with other students. Local districts may not be able to meet the needs of these diverse student populations.

- Parents may be less able to advocate for their children given the longer distances between child and service provider. This change could also add to a family's travel costs as they seek services.
- This recommendation would create educational conglomerates made up of neighboring counties with population differences of over 400,000 people. As a result, service delivery to small districts might suffer tremendously.
- Regionalization could disenfranchise local grass roots communities and stifle local volunteerism and investment. Local control could be lost as a part of the proposed organizational change. Families with special needs children may experience a reduction in services.
- The appeals process may not be adequately addressed at the regional level.

Considerations

- Special Education Local Plan Areas could be eliminated and their function performed directly by the state. School districts could then be required to spend a proportionate amount of local and state special education funding on private school (including faith-based) students.
- Local public school districts could be consolidated to reduce the overall number of school districts in the state. In some cities, there are multiple school districts, some serving the same students (e.g., K–6 and high school districts with overlapping boundaries), thereby adding additional costs and bureaucracy.
- Presently, most county superintendents are elected. The local school district model could be adopted at the county level requiring that all county school superintendents be appointed by an elected county board of education.
- The needs of California's rural counties differ from those of the state's urban areas. The impact of this recommendation on itinerant special education services in geographically isolated districts should receive further study.
- The impact of this recommendation on early childhood education may have been overlooked.

ETV 06

REDUCE NON-INSTRUCTIONAL COSTS IN K-12 SCHOOLS

ISSUE

California's public schools are limited in their ability to obtain transportation, construction, maintenance and food services at the lowest possible cost. The costs of these non-instructional services could be significantly reduced by increasing purchasing options available to schools. Current law should be changed to provide local school districts with the flexibility and authority to enter into alternative purchasing arrangements, such as public-private partnerships. This option should generate savings and those savings could be redirected into the classroom.

SOLUTIONS

- *Reduce non-instructional costs in K-12 schools by repealing Senate Bill 1419 (SB 1419) to allow the use of contracting out, public-private partnerships, and other innovative acquisition strategies.*
 - *Develop strategies for competitive sourcing of non-instructional services, allowing for greater flexibility in procurement of necessary services.*
 - *Legislate to exempt contracting out by a county joint powers authority or county services consortium.*
-

PUBLIC COMMENT

15 comments were received for this recommendation. 5 comments expressed support. 10 comments expressed opposition.

Pros

- Repealing SB 1419 could allow school districts to maximize savings through contracting efficiencies, formation of joint partnerships and contracting with cities, counties, or other public entities. Competitively bidding out services could also result in substantial savings to taxpayers.

Cons

- The recommendation to repeal SB 1419 could eliminate important safeguards that protect students and taxpayer dollars. Districts would not be able to ensure that outsourced contracts are competitive, contractors employ qualified individuals, and there are actual savings.

- Repealing SB 1419 could cost the jobs of a district's classified staff. The recommendation may overlook the impact of a stable and committed classified staff on student success.

Considerations

- No testimony submitted.

ETV 07

ELIMINATE UNNECESSARY REPORTS REQUIRED IN THE EDUCATION CODE

ISSUE

State agencies are mandated to prepare and submit education-related reports to the Governor, the legislature, and other state entities. These reports can be time-consuming and tedious to produce, and are often obsolete by the submission date. Agencies often lack the resources to prepare all but the most critical reports. The preparation and distribution of education reports that are not useful to decision-makers should be eliminated.

SOLUTIONS

- *Eliminate the unnecessary reports by establishing a sunset date of January 1, 2007, for all mandated reports with the Education Code, unless otherwise specified by the Legislature.*

PUBLIC COMMENT

9 comments were received for this recommendation. 6 comments expressed support. 3 comments expressed opposition.

Pros

- The recommendation to sunset unnecessary reports is a worthwhile effort that could save state funds by reducing the costs associated with the production and distribution of unneeded reports.

Cons

- The value of reports should not be solely measured by the cost of their production. The value of these reports lies in their data and the application of what is learned from the data.
- The current level of reporting helps provide accountability. Eliminating the reports could make schools less accountable.

- The lay person may not understand the significance of the data in a report or why the data is being collected. The interpretation of a report's value should be left to those who have been trained to analyze the data. The reports should not be simply eliminated.

Considerations

- The Superintendent of Public Instruction is currently working to reduce unnecessary reports.
- Some reports are mandated by agencies outside of California government.
- The proposed sunset date of two years does not allow for enough time to evaluate the value of the reports proposed for elimination.

ETV 08

REFORM CONCURRENT ENROLLMENT FUNDING AND OPTIONS

ISSUE

California has programs in place that allow high school students to earn both high school and college credit for the same class. Funding and enrollment procedures are flawed.

SOLUTIONS

- *Improve California's concurrent enrollment programs by enacting new legislation that: Requires community colleges to assess whether high school students are ready to take college level courses as criteria for admission; encourages the use of pre-existing student assessments and limits concurrent enrollment to classes taught at the postsecondary institution (including satellite locations).*
 - *Limit high school students to 10 percent of the enrollment in any college class and eliminate funding for noncredit and basic skills courses for concurrently enrolled students.*
-

PUBLIC COMMENT

12 comments were received for this recommendation. 5 comments expressed support. 6 comments expressed opposition. 1 comment was neutral.

Pros

- The concurrent enrollment recommendation may encourage students to complete high school, and it may reduce the time which a student would be required to attend college.

- Concurrent enrollment may reduce the high cost of leaving home to attend a public four-year institution by allowing students to complete lower-division requirements before formally entering college.
- Community colleges and high schools could partner to provide more efficient and effective services.

Cons

- Any student with parental permission, who passes the accepted college placement criteria, could enroll. Without local school district oversight, students could end up with courses that provide duplicate, inappropriate, or non-degree related credit.
- High schools increasingly rely on community colleges for technology and equipment that school districts cannot afford. Limits on enrollment may prevent students from having access to facilities that are not available in high school.
- Concurrent enrollment can help prepare a student for postsecondary work and, for those with little experience with higher education, serve as a gateway to the postsecondary environment. Limiting concurrent enrollment could prevent high school students from taking advantage of these benefits.
- When family and/or health problems interfere with course completion, students may not be able to re-take courses at community colleges and keep up with classmates in high school.
- Community colleges may not have the resources to assess concurrently enrolled students and guide them into the proper courses.
- School districts may not be able to bear the financial impact of the reduction of their Average Daily Attendance as a result of a student taking classes at a community college.

Considerations

- As an alternative, the UC College Prep Online for Advanced Placement (AP) classes can be used by students in communities that do not offer AP courses.
- High school students could also utilize adult education centers to take additional coursework.

ETV 09

ESTABLISH QUALIFICATIONS FOR CHIEF SCHOOL BUSINESS OFFICERS

ISSUE

There are no uniform minimum qualifications and no credential, license or certification process required for school district chief business officers despite the high level of fiscal responsibility over and complexity of school district budgets.

SOLUTIONS

- *Establish qualifications and a licensure process for school district chief business officers.*
-

PUBLIC COMMENT

All 5 comments received support this recommendation. No opposing or neutral comments were received.

Pros

- There is an urgent need to train school district business officials in fiscal management. Budget shortfalls and fiscal mismanagement have led to an increasing number of insolvent school districts.

Cons

- No testimony submitted.

Considerations

- Educators should be involved in the development of credentials for school district chief business officers.

ETV 10

ESTABLISH PERFORMANCE-BASED CONTRACTS BETWEEN THE STATE AND K–12 SCHOOL DISTRICTS

ISSUE

California funds much of its K–12 education system through an inequitable, ineffective, and burdensome series of categorical programs and mandate reimbursements. This method of funding focuses on oversight of spending, rather than on student outcomes.

SOLUTIONS

- *Establish a five-year pilot program for performance-based contracts with school districts in lieu of most categorical and mandate funding. (Participation in the pilot program should be voluntary and financially troubled school districts should be excluded, with participating districts waiving the right to mandate reimbursements for the school year under contract.)*

PUBLIC COMMENT

12 comments were received for this recommendation. 8 comments expressed support. 4 comments expressed opposition.

Pros

- This pilot program could provide meaningful examples of how flexible funding can lead to improved student achievement.
- Block grants may increase the value of the dollars sent to school districts as administrative overhead will be reduced and more dollars will go to instruction.
- This recommendation is an innovative way to streamline categorical funding and give districts more fiscal flexibility.

Cons

- The current categorical funding structure best serves Gifted and Talented Education students as a categorical program. When funds are unrestricted, gifted students can be left out as funds tend to flow first toward those who are struggling.
- Elimination of categorical funding could reduce or eliminate the desirable activities and results that were envisioned when the categorical programs were established. Funds may be siphoned off for other purposes if they are not tied to a particular program.

Considerations

- Care must be taken to protect the resources to fund students with special needs, such as English language learners, poor students, low-performing schools, etc.
- Priority should be given to those districts that actively work to make community involvement a primary concern. Partnership agreements with local stakeholders could be required to increase community and parent involvement.

- Greater local flexibility could be afforded when districts are accountable for their decisions. The report does not, however, provide details on how the performance contract would work. The merits of this recommendation cannot be assessed without the specific provisions of the proposed agreements.
- Combining all categorical funds into one block grant may not make sense. Consider combining funds into several block grants as outlined in the Legislative Analyst's Office's Analysis of the 2003–04 Budget Bill.

ETV 11

CHANGE ENROLLMENT ENTRY DATE FOR KINDERGARTNERS TO ENHANCE THEIR SUCCESS

ISSUE

Changing the kindergarten minimum age of enrollment from December 2nd to September 1st creates a learning environment where the majority of the students are five years old prior to entering the classroom. Maturation differences can have a significant impact on students' academic performance and when children are given the time they need to mature, they can and do learn more successfully.

SOLUTIONS

- *Change the kindergarten enrollment cutoff date in state law from December 2nd to September 1st.*
-

PUBLIC COMMENT

48 comments were received for this recommendation. 30 comments expressed support. 16 comments expressed opposition. 2 comments were neutral.

Pros

- Data shows that children who start at an older age are more likely to succeed because they are more developmentally ready for the rigors of today's academically focused kindergarten.

Cons

- Delayed entry into kindergarten could be a hardship for working families as they would be required to provide another form of pre-school activity.

- Changing the kindergarten enrollment date could cost school districts money through lost Average Daily Attendance, because fewer students might be enrolled in kindergarten. This change could result in teacher layoffs. School districts with declining enrollments may be the hardest hit.
- Adoption of this recommendation may cause an increase in pre-school program and facility needs, taxing an already overburdened system.

Considerations

- Implementation could include creation of a universal pre-school program contributing to a child's school readiness. Budget savings should be considered for this purpose rather than encroaching on Proposition 98 funds.
- An 18-month kindergarten may be a better alternative, allowing students to improve their school readiness before entering first grade.
- When tested, California's kindergarten students could now be compared to kindergarten children from other states where they are physically and developmentally older because of an earlier enrollment cut-off. As a result, the accuracy of the comparisons could improve.
- Implementation could occur over a two or three year period to allow school districts and families adequate time to prepare for the change.

ETV 12

PRESERVE FEDERAL K-12 NUTRITION FUNDS

ISSUE

Twenty-three federally funded positions are vacant in the Child Nutrition Services Division of the California Department of Education resulting in mandated federal work not being performed.

SOLUTIONS

- *The Department of Finance should work with the Superintendent of Public Instruction to ensure that all vacant federally funded positions responsible for administration and oversight of child nutrition programs with the California Department of Education, Nutrition Services Division, are filled.*

PUBLIC COMMENT

All 4 comments received support this recommendation. No opposing or neutral comments were received.

Pros

- Chronic vacancies at the California Department of Education negatively impact state services.
- Some funding has been lost as funds have reverted back to the federal government.

Cons

- No testimony submitted.

Considerations

- An investigation should be conducted to determine why these positions have been left vacant for so long.

ETV 13

IMPROVE THE SPECIAL EDUCATION HEARING AND MEDIATION PROCESS

ISSUE

The California Department of Education currently contracts with the University of the Pacific, McGeorge School of Law to perform these special education hearings and mediations. Prior to 1988, this work was performed by California's Office of Administrative Hearings (OAH). The cost of the contract with McGeorge is more expensive than the cost with OAH.

SOLUTIONS

- *Request that the CDE enter into a Memorandum of Understanding with the OAH to conduct special education hearings and mediations.*
 - *Increase the number of cases resolved by mediation, thereby realizing a substantial cost savings.*
 - *Permit mediators to function more as arbitrators.*
-

PUBLIC COMMENT

26 comments were received for this recommendation. 6 comments expressed support. 19 comments expressed opposition. 1 comment was neutral.

Pros

- The existing system is costly and overburdened by the excessive number of cases and the cost of mediation activities.

- Special education programs and school districts would save money and the concerns of the involved parties would be addressed more adequately.
- Contracting these services out to the OAH, a state agency, will benefit the taxpayer in terms of cost savings and improved levels of service.

Cons

- The quality of service may be lessened by the proposed change.
- OAH might not have enough statewide coverage. Parties from outlying areas would need to travel greater distances to attend hearings than they currently do.
- This area of the law is complex and changes rapidly. Specialists might be better equipped to work in this area of the law. The OAH staff members who would be performing the mediation and arbitrations are generalists.
- OAH might be pressured to reduce the length of the hearings to cut costs and show budget savings at the expense of due process.

Considerations

- Disputes over the facts supporting this recommendation should be reconciled prior to implementation. The issues of cost, travel, convenience to the parties, and the role of mediators may need further study.
- Using the McGeorge School of Law to perform these hearings may be an example of a worthwhile public/private partnership.

ETV 14

DECREASE THE COST OF K–12 TEXTBOOKS

ISSUE

More than half a million students do not have textbooks to use in class. Approximately two million students cannot take textbooks home to do homework. School textbook prices have risen alarmingly in recent years.

SOLUTIONS

- *Require publishers to furnish their instruction materials in California at a price, including all costs of transportation, which does not exceed the lowest price at which the publisher offers these materials for adoption or sale to any state or school district in the United States.*

- *Require publishers to automatically reduce the price of those instruction materials to any governing board to the extent that reductions are made elsewhere in the United States.*
 - *Inform the public of which schools provide adequate textbooks and instructional materials and which do not.*
 - *Provide qualitative evaluations of instructional materials to local school districts.*
-

PUBLIC COMMENT

8 comments were received for this recommendation. 4 comments expressed support. 1 comment expressed opposition. 3 comments were neutral.

Pros

- The upwardly spiraling cost of textbooks puts an increasing burden on districts attempting to provide adequate books to every student for every class.

Cons

- Specific discussion in opposition to this recommendation was not received.

Considerations

- Textbook publishing is a competitive business. Market conditions may sometimes drive textbook costs higher.
- Consider purchasing e-books and other electronic forms of study materials instead of printed materials.
- Using open-source material for textbook content may help reduce costs.
- AB 2455 may have partially addressed this issue. The measure was vetoed by the Governor. Elements of this bill could become part of the recommendation.

ETV 15

"Much to the chagrin of many students, they find that when they transfer they have extra units. It makes them angry and it's not efficient."

Laura Kerr
California State Student
Association
CPR Commission Hearing

ETV 15

MAKE IT EASIER FOR STUDENTS TO TRANSFER FROM A COMMUNITY COLLEGE TO A UNIVERSITY

ISSUE

The transfer process for community college students moving into four-year institutions is complex, confusing and disjointed.

SOLUTIONS

- *Develop core, lower division, general education, and major requirements that are recognized and accepted by all California public universities.*
- *Allow for a conditional acceptance process that guarantees a transfer student's admission to a specific campus and major if the student meets the stated requirements.*

PUBLIC COMMENT

11 comments were received for this recommendation. 9 comments expressed support. 1 comment expressed opposition. 1 comment was neutral.

Pros

- The best way to guarantee access to a bachelor's degree is to enhance the community college transfer function.
- A core transfer curriculum uses education resources more efficiently. Other states have found this transfer process to be very cost-effective.
- The current transfer process in California is often a confusing and difficult exercise which is highly frustrating to students and a waste of state resources.

Cons

- The savings identified in this proposal may be overstated.

Considerations

- The efforts proposed in this recommendation are already being achieved through the efforts by the University of California and the California State University systems to standardize transferable courses.

- The reorganization of community college governance proposed in ETV 03 might impact the feasibility of changing transfer policy.
- While ease of admission would aid students' transfer to the other segments of California's higher education system, whether there will be space for them is another issue. Faculty discussion and financial investments in facilities are needed.
- Consider the quality of the universities in this state compared to those in other states; part of the difficulty in creating core transfers requirements is the distinct mission of each segment of the California higher education system.
- It is critical to balance the demands of clear, efficient transfer paths with the vitality of diverse curricular offerings in the college system.
- As an alternative, the state could set output goals for increased transfer success, without specifying the details of curricular content.

ETV 16

PROVIDE A FEE WAIVER IN LIEU OF A CAL GRANT AWARD

ISSUE

All financially needy students attending a community college in California are eligible to receive a waiver of their statewide community college enrollment fee. UC and CSU students are not currently able to participate in a similar program. The financial aid process is more cumbersome and confusing than necessary for these students.

SOLUTIONS

- *Amend relevant Education Code sections replacing portions of the state's current Cal Grant A and Cal Grant B programs with a new fee waiver program.*
 - *Appropriate Cal Grant funds for financially needy students at California community colleges directly to the community colleges based on the number of financially needy students in each district.*
-

PUBLIC COMMENT

14 comments were received for this recommendation. 3 comments expressed support. 8 comments expressed opposition. 3 comments were neutral.

Pros

- The fee waiver program works well in the California Community College system and should be expanded to include the UC and CSU systems.

Cons

- The existing Cal Grant program provides students with adequate financial aid and a choice of where to attend college. This proposal may not allow the UC to remain accessible and affordable to all eligible students, as the waiver would not cover all of the costs of attending college.
- The recommendation may divert funding from the neediest students to those who are less needy, by reducing the resources available to students through UC's Student Aid Program.
- This proposal may create the expectation that the CSU and the UC systems absorb the waivers with existing funding.
- The CPR savings estimates might be inflated by including savings from Fiscal Year 2004–05 and 2005–06 when the proposal is assumed not to be in effect until July 1, 2006 (after FY 2005–06).

Considerations

- Financial assistance for costs above the amount of the fees would still be needed.
- The recommendation does not address how students attending independent or proprietary schools would be affected.
- A streamlined Cal Grant process might be preferable to a fee waiver.
- This recommendation leaves questions about how the competitive grant will affect Cal Grant B recipients.

ETV 17

MAKE HIGHER EDUCATION MORE AFFORDABLE BY REDUCING THE COST OF TEXTBOOKS

ISSUE

The wholesale price of college textbooks has gone up 32.8 percent since 1998, almost double the 18 percent increase in the wholesale price of ordinary books over the same period.

SOLUTIONS

- *Require college and university faculty to consider the price of textbooks when making selection decisions; give preference to the least costly textbook option when the educational content is equal; inform students whether previous editions will be adequate and sufficient for the course; and select textbooks from only those publishers who have agreed to sell their textbooks and supplemental materials in an “unbundled” format.*
 - *Require college and university administrators to notify faculty about various textbook options, textbook publishers that have agreed to sell “unbundled” materials; and the costs of alternatives.*
 - *Establish and publicize online book swaps for students.*
-

PUBLIC COMMENT

8 comments were received for this recommendation. 5 comments expressed support. 3 comments expressed opposition.

Pros

- Reducing the cost of textbooks will help lower the cost of higher education.

Cons

- This recommendation is contrary to the academic freedom extended in all segments of higher education as it would prevent college and university faculty from independently selecting textbooks.
- The recommendation, if implemented, could jeopardize transferability of coursework as faculty would be limited in their textbook options.
- Limiting textbook selection to the least costly option could support the growth of monopolistic publishers.
- Some student organizations have entered into contracts with booksellers as a mechanism to fund student activities. Limiting such arrangements could be to the overall detriment of students, as student organizations could lose revenue as a result of lower sales margins.

Considerations

- Make the recommendation language permissive so that each community college district can consider the alternatives that best meet their needs.

- Publishers should continue to make the older version of a textbook available for a specified period of time, even if they are publishing a newer version, to allow instructors to continue use of the older version and students to purchase used copies.
- Consider using the Office of State Publishing to print textbooks.

ETV 18

INCREASE COLLEGE AND UNIVERSITY TUITION FOR ALL NON-RESIDENT STUDENTS

ISSUE

California subsidizes higher education for its citizens and charges non-residents a tuition surcharge. California does not charge fair market value to non-residents enrolled in the UC, CSU and California Community Colleges.

SOLUTIONS

- *Increase non-resident tuition at all state colleges and universities by 45 percent above 2003-2004 rates.*

PUBLIC COMMENT

8 comments were received for this recommendation. No comments expressed support. 6 comments expressed opposition. 2 comments were neutral.

Pros

- No testimony submitted.

Cons

- This recommendation may lessen the number of international students attending California colleges and universities. Non-resident students offer valuable perspectives and serve to advance goodwill and global understanding.
- Any mandate that removes the local community college governing boards' current prerogative of setting fee levels for non-resident students based on local circumstances should be avoided.
- This recommendation could require additional monitoring of non-resident students, which could reduce the revenue generated from the increased tuition.

- Some non-resident students may choose not to attend school in California, thereby reducing overall fee revenue.
- Non-resident tuition and fee increases might hurt the quality of UC's graduate programs as qualified international students choose to pursue their education outside of California.

Considerations

- Fees for nonresident students were increased in the 2004–05 school year by 20 percent over the previous year.
- Many international students stay in the state after graduation where they contribute to our economy as academics and as highly trained professionals.
- If international students who are qualified to act as professional researchers enroll elsewhere, research projects might be endangered, resulting in major scientific and economic losses.
- A competitive fee structure may help California colleges and universities to maintain the most competitive graduate programs in the nation, by attracting the best and brightest students from around the world who feel they receive exceptional value for the cost of their tuition.

ETV 19

ESTABLISH COMMUNITY COLLEGE ENROLLMENT PRIORITIES

ISSUE

Community colleges cannot provide instruction to every student seeking enrollment due to the limited number of faculty and lack of space. Enrollment priorities determine which students can get into classes. Most Community college districts in the state currently give priority to current students over new students even when they have more than 90 units.

SOLUTIONS

- *Enact state law establishing statewide California Community College enrollment priorities for: students who will graduate or transfer at the end of the semester or quarter; current students who have accrued less than 90 units (including courses in progress at the time of enrollment); new students and returning students who have accrued less than 90 units; and current students who have accrued more than 90 units (including courses in progress at the time of enrollment) or hold a bachelor's degree.*

- *Set new policies that allow exceptions for programs in which students follow a prescribed continuum of courses after admission to the program.*

PUBLIC COMMENT

10 comments were received for this recommendation. No comments expressed support. 8 comments expressed opposition. 2 comments were neutral.

Pros

- Enrollment priorities could aid colleges in helping students to graduate, continue their education, or enter the workforce.

Cons

- Costs might increase as the tracking systems required to establish enrollment priorities are implemented. This recommendation could also impose ongoing costs to local community college districts.
- Local students' needs for re-entry or re-training could be overlooked in a system of strict enrollment priorities. Students often do not follow a straight-line path to a degree and may need time and additional coursework to establish final career and educational goals.
- Enrollment priorities may fail to consider the diversity of the goals of the California Community Colleges and California's diverse student population.
- The recommended priorities may be overly simplistic. The ultimate solution may be much more complex than a formula based on units completed.
- The recommendation may be in conflict with the Master Plan for Education.

Considerations

- An unintended consequence of this recommendation is likely to be the tendency of students to enroll in multiple institutions to maintain some enrollment priority.
- Establishing priorities at the state level may not be appropriate. The state could provide full Proposition 98 funding and allow local boards to set priorities. Incentives could be used to encourage enrollment prioritization.

ETV 20

STREAMLINE APPROVAL OF PRIVATE POSTSECONDARY EDUCATION INSTITUTIONS

ISSUE

California's current private postsecondary institution approval process does not consider whether an institution is accredited by a nationally recognized accrediting agency or whether information about an institution has previously been gathered by another state licensing entity.

SOLUTIONS

- *Enact a two-year pilot program to streamline the state's private postsecondary institution approval process and study its effectiveness and success in improving the approval process and ensuring the quality of private institutions.*
 - *Create a central repository and processes for collecting information about private postsecondary institutions now acquired by a number of state agencies as they fulfill their ongoing statutory responsibilities.*
-

PUBLIC COMMENT

1 comment was received in opposition to the recommendation. No supporting or neutral comments were received.

Pros

- No testimony submitted.

Cons

- The need for thorough review of new institutions seeking accreditation outweighs the need to make the process more efficient. Only regional accrediting bodies should continue to approve the accreditation of private postsecondary schools.

Considerations

- A study could be undertaken to compare and contrast other accrediting agencies and determine which approach best meets the needs of the state and protects the citizens of California.

ETV 21

"We think that there needs to be a more aggressive oversight of the resources that are being spent in higher education."

John Travis
President
California Faculty Association
CPR Commission Hearing

ETV 21

IMPROVE HIGHER EDUCATION ACCOUNTABILITY TO MEET THE STATE'S NEEDS

ISSUE

Most states have systems for monitoring the performance of their higher education institutions. In California, each higher education segment has negotiated an agreement regarding performance, but the agreements lack consequences and lack system-wide cohesion. A clear set of statewide policy goals has not been defined.

SOLUTIONS

- *Establish a clear set of statewide goals and expectations for the state's system of public colleges and universities.*
- *Support the concepts contained in Senate Bill 1331 (SB 1331) to establish a statewide California postsecondary accountability structure.*
- *Develop an enforceable state-level accountability system that produces meaningful information to measure progress toward the state policy goals.*
- *Publish a report with the results of the state-level performance measurement.*

PUBLIC COMMENT

13 comments were received for this recommendation. 9 comments expressed support. 3 comments expressed opposition. 1 comment was neutral.

Pros

- SB 1331 represents a model effort to developing a statewide postsecondary accountability structure.
- Higher education bureaucracies should be held accountable for how they spend education funds.

Cons

- The implementation costs of this recommendation may be understated.

Considerations

- Current accountability measures may be sufficient. The state-level accountability structure now in place in the CSU system could serve as an appropriate model.

- Identify and evaluate additional performance measures for adequate staffing in the UC and the CSU systems. Accountability measures could include: staff turnover rates, staff morale, level of qualified staff, etc.
- Develop a performance-based funding component that is tied to specific student outcomes.
- Audit the distribution of all UC funding sources for staff including state funds, federal grants, and revenue from university enterprises and endowments.
- The report may have overlooked potential cost saving measures such as increasing the use of automated/computerized financial management systems and video conferencing.
- Re-centralizing the multiple campuses of the University of California could allow for the consolidation of dean and department chair positions. Salary caps for senior administrators could be also be studied.
- The management oversight and fiscal controls recommended by the California State Auditor for the CSU system should be incorporated into this recommendation.

ETV 22

REDUCE THE COST OF THE STATE'S STUDENT LOAN GUARANTEE FUNCTION

ISSUE

A lack of clear oversight and ambiguous accountability for the Federal Family Education Loan Program functions has led to uncontrolled administrative costs for this program.

SOLUTIONS

- *Ensure that the California Student Aid Commission (CSAC) issues Request for Proposals to solicit competitive bids for the delivery of student loan guarantee administrative services required under the Federal Family Education Loan Program.*
 - *Amend Education Code Sections 69522-69529.5 to allow the state's public benefit auxiliary corporation to compete as a provider of student loan guarantee services.*
-

PUBLIC COMMENT

8 comments were received for this recommendation. 2 comments expressed support. 5 comments expressed opposition. 1 comment was neutral.

Pros

- Expanding the powers of CSAC and EdFund may establish a state program that has a competitive advantage over private sector lenders who currently offer student loans and provide student loan servicing.
- By allowing competition, the state may avoid controlling the market and forcing competition out. Competition may also compel lenders to invest in technology.

Cons

- The proposal may overlook the success of EdFund. The revenue generated by EdFund has been used to the direct public benefit of students, institutions, and the state.
- The recommendation is lacking in details and does not project the cost savings, if any, that would be gained through its adoption.

Considerations

- The working relationship between CSAC and EdFund may have an impact on this recommendation.
- The UC is satisfied with the current level of service from EdFund/CSAC.

ETV 23

"Many students can't possibly afford or logistically manage going to a four year institution. Let's take advantage of these community resources (community colleges) to bring higher learning to the communities in which we live. The era of educational silos should end."

James Keller
CPR Website

ETV 23

EXPAND OPTIONS FOR OBTAINING A BACHELOR'S DEGREE

ISSUE

Current state law prohibits California's community colleges from offering bachelor's degrees.

SOLUTIONS

- *Create a pilot program allowing interested community colleges to offer bachelor's degrees.*

PUBLIC COMMENT

17 comments were received for this recommendation. 3 comments expressed support. 13 comments expressed opposition. 1 comment was neutral.

Pros

- This proposal may help reduce educational costs for students and the state.
- Access to college education may increase and rural students may be better served by this recommendation.

Cons

- This proposal would require a major shift in the mission of the Community College system, potentially compromising its unique role in California higher education. A new mission seems premature in light of the state's current budget situation.
- This recommendation could create a fourth and poorly funded segment of California's education system.
- The cost of offering these new courses and degree programs might not justify the return on investment as the Community College system may not have sufficient resources to offer these courses.
- California's demographic realities may be overlooked and a student's growth and career exploration needs may not be acknowledged by this recommendation.
- The recommendation does not address accreditation issues or the number of majors that each institution could offer.

Considerations

- Distance learning or other innovative programs could also be used to reach underserved students.
- Consider increasing the partnerships between four-year and two-year colleges and teach more upper-division classes at community college facilities. The CSU is willing to provide access to bachelor's degrees in any location where sufficient student need/demand is demonstrated.
- Consider facility capacity in the CSU system. Perhaps inadequate classroom space contributes to the problem of limited access to bachelor's degree programs.

- The proposal to offer bachelor's degrees at community colleges may run counter to the state Master Plan for Higher Education. The division of responsibility between the segments of California's higher education system would need to be addressed.

ETV 24

USE A PORTION OF THE STUDENT LOAN OPERATING FUND SURPLUS TO FUND CAL GRANT AWARDS

ISSUE

Over the last three years, revenues for the Student Loan Operating Fund have exceeded costs, resulting in a surplus that is now \$266 million.

SOLUTIONS

- *Transfer \$134 million from the Student Loan Operating Fund to the Cal Grant program.*
- *Examine the Student Operating Loan balance annually and determine if a portion of that balance can be used to help fund the Cal Grant Program.*

PUBLIC COMMENT

4 comments were received for this recommendation. 3 comments expressed support. 1 comment expressed opposition.

Pros

- Specific discussion in support of this recommendation was not received.

Cons

- The Student Loan Operating Fund cannot sustain a yearly reduction. Funds are needed for loan program operations and future business diversification.
- The proposed transfer and annual review could contribute to the elimination of a state agency that has generated \$399 million in revenue for the state and public service initiatives since 1997.

Considerations

- No testimony submitted.

ETV 25

BALANCE CAREER TECHNICAL EDUCATION AND COLLEGE PREPARATION IN HIGH SCHOOLS

ISSUE

High school students enrolled in career technical education go on to higher education at least as often as other students, are less likely to drop out of high school, and have better employment potential than comparison groups. Despite these advantages, Career Technical Education (CTE) course offerings and enrollment have declined over the past decade as California's high schools have focused increasingly on college preparation.

SOLUTIONS

- *Adopt high school graduation requirements that allow a choice of courses of study including university preparation and academic/career technical education.*
- *Develop a "Strategic Plan for Academic/Career Technical Education."*
- *Review career technical courses for compliance with the curriculum standards and frameworks now being developed.*
- *Revise the Academic Performance Index (API) to include consideration of career technical education.*

PUBLIC COMMENT

51 comments were received for this recommendation. 32 comments expressed support. 15 comments expressed opposition. 4 comments were neutral.

Pros

- The current college preparatory system may leave many students, particularly at-risk and special education students, without substantive alternative educational options or at risk of dropping out of high school. Targeted educational options may increase the number of graduates.
- CTE offerings may help more students to complete secondary education and prepare them for the workforce. Given varied interests and learning style differences, students need alternate pathways to success.
- CTE has not been a K–12 priority for over two decades. This proposal could help address California's labor market and workforce needs since the K–12 pipeline producing skilled employees is broken.

ETV 25

"Every student...is important and deserves to have a successful life. To achieve this goal, high schools must address the needs of all students, those who are college bound and those who will enter the work force upon graduation."

William S. Lambert
Director
United Teachers
Los Angeles (UTLA)
CPR Commission Hearing

ETV 25

"All of us want the same thing, a productive, positive work force, students that are well-equipped for all of the challenges that face them during their life.

And to frame this in some kind of false dichotomy...of whether we're going to teach kids career information or academics is a false debate that we need to get beyond."

Jim Aschwanden
Executive Director
California Agricultural
Teachers' Association
CPR Commission Hearing

ETV 25

"Having kids stay in school is a lot better than having them hang out at the mall."

Ronald Johnston, Ph.D.
President
California Coalition for
Construction in the Classroom
Written Testimony

- CTE currently falls outside of standards and accountability initiatives. This recommendation may recognize the rigor of CTE programs.
- With the option of CTE coursework available to them, California's students will have greater access to educational services, improved delivery of services and program efficiency, and superior educational outcomes.

Cons

- This proposal may force students into separate tracks—one college preparatory and the other career education focused. Poorer students, special education students, and those who are otherwise at risk, could be channeled into what is perceived as a lower educational track.
- There may be significant costs associated with this proposal, as there are few CTE faculty available in K–12. Implementation could also require a significant capital outlay for equipment.
- This proposal may devastate successful community college programs and seems to contradict recommendations for the community colleges to be more involved in workforce preparation.
- Proposed CTE course paths may not meet the requirements of No Child Left Behind as they do not include the arts or foreign languages. Cultural literacy, achieved through arts and foreign language education, contributes to the making of a productive adult citizenry.

Considerations

- This issue may require a more in-depth analysis than the CPR timeframe afforded. A system is needed that would allow students to move between academic preparatory and career technical courses at any time. One formula for determining a student's educational pathway may not work. The CPR recommendations are helpful, but may need further development and additional input and consideration.
- With an increasingly diverse population and expanded international trade, California's economy will require a greater number of workers with diverse language skills. CTE pathways should include foreign language education to help meet this need.
- This recommendation would require expanded high school counseling to ensure that students are aware of all educational options available to them. Because many parents dream of a college education for their children, the proposal to create CTE pathways may be misunderstood as an obstacle to achieving that dream.

- Developing curriculum standards and frameworks for CTE should ensure academic rigor. Inclusion in the Academic Performance Index (API) will add to the academic integrity of these courses.
- Arts and foreign language education are important in creating an educated workforce. Arts and foreign language education should be included in CTE pathways.
- Public schools will have to add a new CTE focus, create new CTE programs, recruit professionals who can teach CTE courses, and revise outcome measures to include CTE pathways.
- Consider developing a curriculum that gives all students both a career technical education and college preparation.
- Use welfare-to-work funds to modernize school facilities and buy equipment, and then make these facilities available after traditional school hours to adult learners and those reentering the workforce.

ETV 26

EXPAND TRAINING PARTNERSHIPS WITH PRIVATE INDUSTRY

ISSUE

The Economic and Workforce Development Program of the California Community Colleges is positioned to play a vital role in California's economic recovery. Its network of 150 centers is a model for the role California state government can play in fostering public/private partnerships for workforce development and economic growth.

SOLUTIONS

- Reinforce the priority of the economic and workforce development role of the community colleges.
 - Expand the initiatives for Competitive Technologies and International Trade by \$600,000 each, for a total of \$1.2 million.
-

PUBLIC COMMENT

18 comments were received for this recommendation. 14 comments expressed support. 3 comments expressed opposition. 1 comment was neutral.

Pros

- The California Community College Economic and Workforce Development Program is an excellent example of expansion of training partnerships with private industry. These partnerships may play an important role in California's economic growth.

Cons

- The costs associated with this proposal may be underestimated. Given budget considerations, the timing of this recommendation may not be ideal.
- Programs such as those included in the recommendation benefit business just as much as students. Proposition 98 funds should not be used for the benefit of private businesses.
- The goals of California's education system should be to prepare students for life by giving them an appropriate education. This proposal may only offer them preparation for short-term employability.

Considerations

- The Chancellor's Office could take a leadership role in establishing community colleges as the lead agency in developing strategic partnerships to address the state's economic interest.
- The recommendation could be expanded to include apprenticeship training programs.
- The timing of this recommendation may not be appropriate as many partnerships already exist.
- The Economic and Workforce Development Program must maintain the support of the Governor and Legislature to be stable.

ETV 27

MODIFY THE 75 PERCENT FULL-TIME COMMUNITY COLLEGE FACULTY REQUIREMENT

ISSUE

The California Community College system is required to maintain a full-time to part-time faculty ratio of 75:25. This proportion is in legislation, but interferes with the community colleges' mission to provide career technical courses.

SOLUTIONS

- *Modify Education Code Section 87482.6 to exclude career technical courses from the 75:25 requirement, with the provision that departments maintain a stable core of faculty to perform necessary tasks. (The definition of career/technical courses should be provided by the Community College Chancellor's Office.)*
 - *Modify the Procedures and Standing Orders of the Board of Governors, Section 378 and California Code of Regulations, Title 5, Division, 6, Chapter 2, Subchapter 1, Section 51025 accordingly.*
-

PUBLIC COMMENT

13 comments were received for this recommendation. 2 comments expressed support. 10 comments expressed opposition. 1 comment was neutral.

Pros

- The requirement to maintain a 75:25 full-time to part-time faculty ratio in the Community College system has resulted in a critical shortage of instructors in training programs for new nurses.

Cons

- This proposal would create artificial faculty categories and costly monitoring of hiring. It does little to solve existing problems and creates a false dichotomy and a caste system between Career Technical Education and academic faculty, thereby widening the gap between them.
- The loss of full-time faculty positions may have a negative impact on curriculum development.

Considerations

- The 75:25 full-time to part-time faculty ratio could be eliminated and replaced by a policy that allows individual colleges to select the mix of full- or part-time faculty that best meets the needs of their students.
- Approximately fifty percent of part-time community college faculty participate in the CalSTRS defined benefit program. There are already difficulties reporting creditable service to part-time faculty because contracts may vary. The addition of part-time faculty may exacerbate this problem.

ETV 28

REMOVE STATUTORY IMPEDIMENTS TO VOLUNTEERISM

ISSUE

Volunteers cannot perform their service because provisions of California labor law require volunteers to be paid the prevailing wage for work on public works projects. This rigidity is costly to non-profit organizations and it inhibits state and local governments and non-profit organizations from fully utilizing volunteers.

SOLUTIONS

- *Enact legislation that exempts volunteers from prevailing wage requirements.*
- *Address other impediments in the law and establish:*
 - *A legal definition for volunteers.*
 - *How volunteers might be used in light of the provisions of labor agreements.*
 - *Guidelines for the use of employees who also want to volunteer.*
 - *Procedures for reimbursement of expenses incurred by volunteers.*
 - *Guidelines for the use of minors as volunteers.*

PUBLIC COMMENT

11 comments were received for this recommendation. 5 comments expressed support. 6 comments expressed opposition.

Pros

- Volunteers provide valuable services that augment the functions that are already performed by paid staff members in an organization.
- Some organizations might not be able to perform the services they offer if they have to “pay” their “volunteers.”

Cons

- This proposal could lead to unfair or abusive labor practices and coercion by management to volunteer rather than be paid for work.
- The role of classified school employees might be undermined by the increased use of volunteers.
- Volunteerism might not be an adequate substitute for social policy and government funding.

Considerations

- The safety and insurance of volunteers needs to be addressed.
- In some instances, the provisions of this recommendation could be subject to collective bargaining.
- The Governor signed AB 2690, a measure designed to change laws related to the use of volunteers in public works projects. This may have partially addressed the issue.
- Additional steps should be taken to reduce other impediments to volunteering that result from the costs and complexity of background screenings for volunteers who work with youth and adults in care settings.

ETV 29

RESTRUCTURE THE GOVERNOR'S OFFICE ON SERVICE AND VOLUNTEERISM

ISSUE

State and federal volunteer and service programs are fragmented across numerous state agencies.

SOLUTIONS

- *Rename the Governor's Office on Service and Volunteerism (GO SERV) the California Service Corps to better reflect the broader mission of the organization.*
 - *Transfer the following programs to the new California Service Corps: the Governor's Mentoring Partnership; Academic Volunteer and Mentor Service Program; Senior Corps; California Arts Council; California Summer School for the Arts; and the California Conservation Corps.*
 - *Promote increased awareness of private giving to support the work of the state through creation of philanthropic liaison activities and expanded public outreach.*
-

PUBLIC COMMENT

15 comments were received for this recommendation. 2 comments expressed support. 11 comments expressed opposition. 2 comments were neutral.

Pros

- The organizational changes could provide centralized leadership across the spectrum of these organizations. The changes could provide greater visibility and program efficiency for these agencies.

Cons

- The mission of the Arts Council and the role of the California Summer School for the Arts might not fit with the mission of the California Service Corps. This move may diminish the role that the arts play in California's economy.
- This proposal may result in funding cuts to the agencies that are being assimilated into the California Service Corps. They may have less stature than they previously had.
- Philanthropic giving should be between the giver and the receiver. The state's involvement could open the door to coercion; and it might be cumbersome for the state to manage philanthropic giving.

Considerations

- In addition to the proposed changes, create a California Human Development Corps that would complement the activities of the California Service Corps and promote the full spectrum of service or volunteer activities and civic engagement.
- Group the state's artistic and cultural services together in an Office of Cultural Affairs that would have responsibility for the arts, museums, historical collections, and promoting the revenue producing power of California's creative community.

ETV 30

REMOVE BARRIERS THAT IMPEDE THE USE OF DONATED FUNDS

ISSUE

Current procedures for the acceptance of monetary donations to the state are inefficient and represent a barrier to potential donors.

SOLUTIONS

- *Remove inefficiencies and barriers associated with the state making efficient use of conditional monetary donations.*
- *Amend Government Code Section 11005 to streamline the process by which conditional monetary donations can best be used.*

- *Direct the Governor's Office on Service and Volunteerism, or its successor, to develop a process to identify all funds donated directly to the state or to any state-affiliated auxiliary foundation.*
-

PUBLIC COMMENT

3 comments were received for this recommendation. 2 comments expressed support. 1 comment expressed opposition.

Pros

- The recommendation to streamline the acceptance of donated funds would ease the process of making a donation to the state. Utilizing those funds once they are donated would also be easier.

Cons

- Managing philanthropic giving might be cumbersome for a state agency.
- An increased reliance on donated funds might lead agencies to set fundraising quotas in an effort to balance budgets or provide services.

Considerations

- No testimony submitted.

ETV 31

EXPAND THE SCOPE OF THE CALIFORNIA CONSERVATION CORPS

ISSUE

The California Conservation Corps (CCC) provides a valuable resource to the state which can be enhanced and expanded through providing the CCC with greater authority and flexibility.

SOLUTIONS

- *Expand the scope of the CCC to give them the flexibility and authority to become more entrepreneurial in seeking projects and partnerships.*
-

PUBLIC COMMENT

8 comments were received for this recommendation. 7 comments expressed support. No comments expressed opposition. 1 comment was neutral.

Pros

- Corps activities save lives, preserve natural resources, and deliver a strong return on investment.
- The CCC could take advantage of new opportunities to develop working relationships with public and private agencies.
- By expanding the scope of the CCC, corps members might be exposed to a variety of work beyond their current activities.

Cons

- No testimony submitted.

Considerations

- Care should be taken not to displace state employees.
- The state should avoid both branding the CCC as just a “service and volunteerism” organization and ignoring the CCC’s mission of developing California’s youth.
- A new entrepreneurial focus may put the CCC in direct competition with local Corps organizations.
- Use of the state’s local non-profit corps should be maximized.

ETV 32

CREATE A PILOT VOLUNTEER LEAVE PROGRAM FOR STATE EMPLOYEES

ISSUE

By providing state employees the opportunity to take time off without pay to volunteer, the state could temporarily reduce its payroll costs by up to \$1 billion annually while improving California and encouraging a standard of service and volunteerism among state employees.

SOLUTIONS

- *Create a pilot Volunteer Leave Program for state employees.*

PUBLIC COMMENT

2 comments were received for this recommendation. 1 comment expressed support. 1 comment expressed opposition.

Pros

- This recommendation employs creative means to encourage volunteerism.
- The salary savings envisioned by this recommendation provide the state with a short-term loan of funds.

Cons

- Service should have a modicum of altruism and volunteerism should not be encouraged merely for the cost savings.

Considerations

- The deferred payment for time spent volunteering could create a fiscal liability for the state. The recommended leave system needs further study.

ETV 33

REQUIRE COMMUNITY SERVICE OF PUBLIC COLLEGE AND UNIVERSITY STUDENTS

ISSUE

A review of community service programs in other states and at California's public colleges and universities revealed that, while service is a high priority, it typically is not mandated. Community service experiences enhance a student's education and training.

SOLUTIONS

- *Require community service of public college and university students.*

PUBLIC COMMENT

18 comments were received for this recommendation. 3 comments expressed support. 15 comments expressed opposition.

ETV 33

"The proposal to require community service of our college students is a noble and worthwhile goal but the requirement could be a real hardship on students struggling to balance family, work, and education."

Judith Michaels
Legislative Director
California Federation
of Teachers
Written Testimony

Pros

- Volunteerism can be a valuable part of an individual's education because it fosters individual growth and requires participants to look beyond their own environment.
- Volunteer service requirements already exist and are beneficial to society (e.g., jury service).
- Millions of dollars worth of philanthropic effort could be generated through a community service requirement and hundreds of agencies and organizations stand to benefit from this proposal.
- This recommendation suggests a fair way for students to repay the taxpayers for subsidizing their public higher education.

Cons

- The community service requirement might be burdensome, particularly for students who have to work, have family responsibilities, or have other life circumstances that would make a service requirement a hardship.
- The recommendation disregards the fiscal implications for colleges and universities, particularly in curriculum integration and program oversight. Significant resources would be required to identify volunteer opportunities, integrate academic learning into service, and track student participation. (The CSU Monterey service learning model demonstrates these costs.)
- Sixteen hours might not provide any real value to recipient organizations.
- Safety risks to volunteers, to those working with them, and organizational tort and liability issues may have been overlooked by the recommendation.

Considerations

- The recommendation should be expanded to define standards for what constitutes a service experience.
- Existing efforts, both curricular and non-curricular, should be expanded instead of creating new requirements.
- The ability of community organizations to handle a significant number of student volunteers should be considered as a part of this recommendation.

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- Community service may be more meaningful for the student if it is truly voluntary and not mandated. This alternate approach could cast service and volunteerism in a more positive light.